

APPENDIX B

This appendix consists of extracts from the *Jefferson Proving Ground Regional Development Board Community Reuse Plan* (July 1994). This plan was prepared by the Jefferson Proving Ground Development Board. Selected extracts include: .

- Executive Summary,
- Chapter 1, Reuse Plan Overview, pp. 1-12, and
- Addendum (adopted September 20, 1994).

This page left blank

EXECUTIVE SUMMARY

Reuse Recommendations

The reuse plan concept for Jefferson Proving Ground has been divided into several geographical sections. Because most of the developed properties are in the southern portion of the base, most of the economic and reuse opportunities exist there. However, because of the size (55,000 acres) of the base, there are real opportunities for broad mixed use activities.

In the cantonment area, which falls under the jurisdiction of Jefferson County, the plan calls for adapting the facilities to a business and industrial park. It is the intention of the JPG Regional Development Board to adapt this area as a community-owned and managed facility. During the reuse planning process, potential interest was expressed by the International Union of Operating Engineers to utilize a portion of this space for an international training facility. This prospect has not yet been resolved and will require ongoing discussion between the community and the IUOE. Other elements for the property south of the firing line include 1) land banking of the southwest corner for intended use as an airport; 2) designating the southeast corner, as an area for an open space/recreation with the potential for housing. Finally, a veterans memorial cemetery could be located either north or south of the firing line. South of the firing line is the preferred location.

North of the firing line the community's reuse plan provides for the following. In Jennings County, near the northwest section of the base, the plan has designated an agribusiness park for a proposed egg production facility as well as other processing and agriculturally related businesses. Within Ripley County, there is also a designated agribusiness area and small agribusiness/industrial park, both of which are situated in the northeast corner of the facility. The Old Timbers Lodge has been identified as a potential reserve parcel which could accommodate a privately run conference and meeting facility.

Other activities which are also north of the firing line include the following. The U.S. Fish and Wildlife Service (USFWS) has indicated an interest in acquiring much of this property. The land which is not to be utilized by the counties will fall under their jurisdiction. As well, the Air National Guard units now using property for their operations have requested to continue these activities. The Army also has a near-term commitment for UXO research and development and the community should request that this activity continue during the time the base UXO is remediated. While no specific site is designated, there is an interest in siting a solid waste management facility, with a sanitary landfill, to accommodate regional needs. As a lower priority, there is a possibility that like-kind ordnance testing could continue. Specific land uses have not been designated for several reserve parcels which have been identified along the cleaner areas of the base's perimeter.

JPG is a very large site, with the potential to accommodate all of these described uses. In general, they have market support, meet the community objectives, or satisfy regional or federal agency needs.

Implementation Elements

It is our recommendation that JPG Regional Development Board continue to be recognized by the Office of Economic Adjustment. This entity is needed at least during midterm to coordinate the overall transition efforts. Much of the focus would be in the cantonment area; however, continued coordination with Jennings County and Ripley County is necessary to insure that their objectives are realized. The management organization must receive the needed Federal Grants for implementation. It must be structured with skills and capacity to carry out marketing, property management, preparation of grant applications, bonding (possibly), leasing, etc. It is likely that this organization would coordinate with existing public and private sector organizations (like MIDCOR, JCEDC) which currently are responsible for these efforts. While the community can expect ongoing support from the Federal government, it will be necessary for the counties to also provide financial support.

Property acquisition and conveyance will be a key part of the implementation elements. Several concepts are feasible under legislation which allows for discounted public benefit conveyances. As we see it, several opportunities exist for these types of conveyances. They include the following:

- Economic Development (which is now allowed under the Pryor Amendment, but which has not yet been tested)--could apply to agribusiness areas, the industrial parks, and the cantonment area;
- Education -- if any educational demand exists;
- Infrastructure and streets -- the right of way for these facilities at JPG;
- Airport -- if longer-term demand can be identified.

These conveyance procedures must be coordinated with the U.S. Army, Department of Education, and the Federal Aviation Administration. Some areas of the base may require purchase by a private buyer. Finally, U.S. Fish and Wildlife would get control of the property through a direct transfer from the Army.

Property development and land use will require some type of development regulation. Our report describes recommended conditions, covenants, and restrictions, which could be applied to the cantonment area, and have some application to the other industrial and agribusiness areas. In addition, it will be necessary to put in place zoning designations. n Finally, we have recommended that air agreements be established with the Air National Guard, as well as a like-kind testing company should that materialize.

Financing assistance for the communities and the business park management entity will be needed: grants and operating subsidies are obtainable during early years. The State of Indiana could also provide some sources of financing; however, the following federal agencies are likely to be the most realistic sources of funding:

- Office of Economic Adjustment -- management and planning assistance
- U.S. Army -- marketing resources, as well as a potential joint marketing effort
- Economic Development Administration -- infrastructure, capital investment, and planning activities
- Farmers Home Administration--development grants and loans
- Rural Electrification Administration--grants and loans for electrical service
- Department of Energy--grant, loans and technical assistance for energy concerns
- Indiana Department of Commerce--grants and technical assistance for economic/community development concerns
- Indiana Department of Environmental Management--grants, loans and technical assistance for waste management concerns
- Indiana Council for Agriculture and Rural Development--technical assistance and support for agricultural initiatives
- Department of Labor -- training of former JPG employees.

The next few months will see a variety of activities necessary to begin the reuse of the facility. In the very near term, we would expect of the Army to incorporate the community-based reuse plan as part of its Environmental Impact Statement. This process will specify which of the areas of the base will be cleaned of contamination and environmental problems. It is important that the county government identify an appropriate management entity, looking at options like authoring or a non-profit corporation. (In addition a cooperative agreement with MIDCOR and Jennings Co. EDC are recommended) As specifics fall into place, the plan should be redefined, reflecting the results of studies which, for example, evaluate specific proposals and the airport potential. Once all of this is in place a detailed business plan showing income and expenses of operating the business park in the cantonment area will be necessary. More detailed engineering studies will provide guidance for improvements and perhaps additional capital investment.

The implementation of the plan will take several years and it is important that the communities maintain a commitment to it, during early years. ERA's report further details key components which were described in this executive summary.

CHAPTER I

Reuse Plan Overview

A. TARGET REUSE GOALS FOR JEFFERSON PROVING GROUND

Given a focus on finding the right mix and distribution of public and private uses for the base, and based on our initial involvement with community leaders, ERA and the JPG Board have identified specific goals which the reuse strategy should target. The goals below also identify specific objectives for development, operations, and redevelopment/adaptive reuse of Jefferson Proving Ground.

Goal 1 To increase employment opportunities in the three county area.
Objective To utilize the varied resources of JPG to create new job sites, new job types, and associated job training, emphasizing employment skills relevant to the 21st century, the local labor force, and the targeted reuse strategy.

Goal 2 To stimulate effective land uses and redevelopment.

Objective To successfully implement land planning standards and pro actively administer redevelopment incentives in order to achieve strong economic development momentum.

Goal 3 To induce substantial private investment.

Objective To capture investment on JPG properties in leaseholds, use permits, improvements, equipment, and human resources.

Goal 4 To generate economic diversification for the three county area.

Objective To establish an array of economic activities and investments which will deliver a spectrum of long-term business development in the region.

Goal 5 To take advantage of this unique opportunity to meet community needs which

otherwise might go unfulfilled.

Objective To work with area business and civic leaders to identify and

implement those reuse activities - i.e. cemetery, waste management facility, regional airport, correctional facility, educational complex, etc. - which will help local communities satisfy previously unmet development goals.

Goal 6 To increase the area's inventory of public and private recreational resources.

Objective To utilize JPG's vast natural resources base and promote recreational uses which will benefit area residents and act as -a sales device for attracting business and investment to the region.

Goal 7 To phase the incremental scale of reuses of JPG in order to benefit the sustained economic development at the base and within the region.

Objective To coordinate the multiple economic development initiatives of all the impacted communities such that JPG reuse is supportive and not competitive.

Goal 8 To consistently improve local government coordination.

Objective To grow and evolve the region's municipalities under JPGRDB guidance as the spine for all of the "stakeholders" in the impact area.

Goal 9 To reuse JPG in accordance with sound environmental quality principles.

Objective To work with all parties in the state and region to limit negative environmental impacts and restore lands and reuse resources where feasible, and coordinate the phasing of remediation to the benefit of JPG and the communities.

Goal 10 To carry out the long-term reuse of JPG on as financially self-sufficient a basis as is possible.

Objective To identify and pledge those economic activity revenues, redevelopment income, and Federal grants to the ongoing operations and capital improvements necessary to viable JPG reuse and economic development.

B. LAND USE ACTIVITIES

As the JPGRDB and the ERA team identified and evaluated the different options for the reuse of Jefferson Proving Ground, we carefully considered a number of factors. These included an analysis of the region's socio-economic environment, market factors, our assessment of the base itself, the local community and political environment, and our understanding of the current base reuse legislation in process, all of which are discussed in the following chapters. After investigating a wide range of reuse possibilities, the JPG Regional Development Board and the ERA consultant team developed a Recommended Reuse Plan. The following is a description of this scenario and its implications as well as an analysis of those factors which will affect the ultimate success of JPG's reuse.

1. ACTIVITIES NORTH OF THE FIRING LINE

Some of the activities north of the cantonment area require large amounts of acreage and will need to be relatively isolated from one another and the firing line as well as from existing land uses outside the borders of JPG. However, with approximately 51,000 acres in this area, accommodating all the following activities should not pose a problem.

Agri-business Park

Description

The JPGRDB has received a proposal from Rose Acre Farms, Inc. to locate an expansion of its egg production facilities on the base. The company's proposal calls for two sites, one each in Jennings and Ripley Counties along the post's western and northern peripheries. Each facility would require 80 to 100 acres and will house 3,000,000 hens and egg-breaking equipment. In Ripley County, the Reuse Plan identifies approximately 640 acres reserved in the northeast corner of JPG. The optimal location will be in the southwest corner of section 14, avoiding the drainage area. The site would need approximately 100 acres for the agri-business operations with the balance of the 640 acres being used for agri-business infrastructure, access, and related support. In Jennings County, the probable location will be along JPG's western border, preferably near one of the base roads north of K Road. Because all the land at the Jennings County site will be unimproved, government organizations will likely be required to make a substantial investment in roads, sewer, and other infrastructure. To maximize return on public investment in project infrastructure, it has been proposed to try and attract additional agricultural firms to create more jobs, tax revenues, etc. for the region. As is elaborated upon in Chapter III, the most likely tenants for this project will be hog producers, specialty packing plants, or other agricultural production and processing businesses. A total of 800 acres is being reserved for the agri-business park in the Jennings County part of JPG with 80 acres necessary for the egg production facilities.

Implications

According to Rose Acres, 60 to 100 jobs would be created at the two facilities. Although the types of jobs would range from line production to managerial, some jobs will probably be lowskill, low-paying jobs. Total investment in the two facilities is expected to range from \$40 to \$60 million. Assuming a tax rate of 6 percent (\$6/\$100 of assessed value) and an assessed value that is 1/3 of market value, local property tax revenues could approach \$1,000,000. If the park is able to attract other tenants, the impacts could increase substantially. When fully operational, the two facilities could annually consume six million bushels of corn and 1.2 million bushels of soybeans produced by Indiana farmers. These estimates of economic impact should be considered conservative. If the facilities are successful, these benefits will increase over time.

Agribusiness/Industrial Park

Description

As shown on the Land Use Plan, Ripley County has planned for approximately 200 acres be reserved adjacent to the Agri-business site for a potential agribusiness/industrial park.

Implications

As is discussed below and in Chapter III in greater detail, a agribusiness/industrial park offers significant potential in terms of jobs and revenues. However, the market constraints facing this site are somewhat daunting. Although the Town of Holton can provide water and sewer infrastructure, the site lies in a general area that has plenty of cheap, unimproved land. The site is located almost a mile from the nearest major road, Route 50. There is a very limited industrial market in Holton and other towns north of the base. However, in the years to come, market conditions may improve to the point where an agribusiness/industrial park at this location is feasible.

U.S. Fish and Wildlife Service National Refuge

Description

Approximately 82 % , or nearly 45,200 acres, of the area north of the firing line is proposed to become a national wildlife refuge. The other activities north of the firing line such as the Air National Guard and like-kind testing are likely to develop shared-use agreements with the USFWS. The agency anticipates little or no new development costs and will maintain the land as is. Public hiking, hunting, fishing, and certain other outdoor activities may be allowed.

Implications

The national refuge would cause the least amount of negative environmental impacts and

would provide. the region with another recreational and open space asset. The economic benefits, however, would be minimal. At most, only 10 to 15 jobs would be created at the refuge. The USFWS is predicting that the refuge would attract 100,000 visitors. While there will be some local retail spending by these visitors, the impact will not be great since many are likely to be residents of the region and not tourists.

Commercial/Public Recreation

Description

The only other recreational land use activity which offers some reuse potential and is therefore included in the Reuse Plan is the possible utilization of Old Timbers Lodge as a hunting lodge and/or meeting facility. The building is one of JPG's most marketable facilities and presents a number of different reuse options. With an ideal size of 200 acres, the Lodge could house tourists in the summertime who would use the USFWS recreation facilities at the National Wildlife Refuge. During the fall and winter, the facility could cater to hunters. With its remote surroundings, distinct architecture, and location within an hour and a half's drive from three major metro areas, the Lodge would be an ideal facility for a destination conference center targeted towards the executive retreat and small meetings market. The JPG Regional Development Board intends for the Lodge to remain in public ownership. At the present time, however, this activity must be considered a long-term possibility since no potential operator or developer has been identified.

Implications

Aside from creating additional support for the regional tourism industry, the main benefit of this activity will be to bring in additional revenues for the Ripley County or other government organization. Job creation would be small with approximately 15 persons being employed at the Lodge. Revenue benefits would be small as well. Provided that the Lodge is renovated and not significantly expanded, it is feasible to assume that, based on an investment value of approximately \$1.5 to \$2 million, the Lodge would contribute around \$30,000 to \$40,000 in annual lease revenues.

Like Kind Testing of Weapons and Ammunition

Description

The JPGRDB has received an expression of interest from a private sector concern in continuing the base's testing operations, provided the Army leaves a substantial portion of its testing equipment at the base. Under this reuse activity, firing positions and other administrative and testing-related equipment and facilities would be maintained as well as the 12-kilometer impact area and a corridor range heading south back towards the firing line, including the Delta

Impact Area. In addition, the testing operation would require adequate buffer and safety zones and would necessitate the incorporation of all land between I Road and the firing line into this land use activity.

Implications

As discussed in the following chapter, job creation benefits for this activity would be moderate. Approximately 15 to 30 jobs would be brought to JPG if continued testing were allowed. However, these jobs would likely require more technical skill and, hence, higher pay levels than jobs created under most other reuse activities. From a revenue standpoint, continued testing would be fairly positive. The company has expressed a willingness **to** pay a lease fee and expects to generate between \$2 and \$5 million annually. Conservatively assuming a lease fee equivalent to five percent of gross revenues, this would result in approximately \$100,000 to \$250,000 annually or a similar amount paid as a straight rental type agreement. However, this reuse activity has been deemed to be one of lower priority and more of along-term possibility due to the negative environmental impacts it causes, its lower economic return, the amount of land it consumes, and its potential incompatibility with other reuse options. Ordnance testing under a civilian company could require that a number of cantonment area buildings be closed due to the safety and security risks the testing creates.

Military/National Guard

Description

Both the Indiana Air National Guard and the Kentucky Air Guard have expressed interest in using JPG for operations and/or training missions. The Indiana Air National Guard would like to use the 1,033 acre air gunnery range in the base's northern part. The Kentucky Air Guard presently uses the airfield as a drop zone for its training missions and would like to continue to do so in the future. Utilization by Air National Guard units in the plan will, therefore, be limited to the existing air gunnery range and the existing airfield.

Implications ions

Economic benefits are low for these activities. The National Guard facilities will eventually employ 15 to 20 persons. Neither of the Air Guard branches will create any additional new jobs. Unless either organization pays a lease fee, there will be no revenues from these activities. There could be some non-economic benefits to the community if either Air Guard unit holds special events or festivals where the public is able to watch air drops and maneuvers. (The Naval Air and Water Show held every summer in Chicago, for instance, draws hundreds of thousands of spectators). Like the weapons testing alternative, however, there could be complications due to environmental impacts and incompatibility with other land uses. This reuse activity should also be considered one of lower priority. In any event, all three counties must be a part of future agreements concerning military operations at JPG since the JPGRDB may not be

around when changes to the mission or use of the air gunnery range are considered.

UXO Research Center

Description

There are currently two research and demonstration sites on the east-central border of JPG along Route 421 to improve technologies for unexploded ordnance cleanup. Further remediation and demonstration areas will be considered for other areas of JPG, especially at locations identified for reuse or having a higher economic value.

Implications

While job creation and other direct economic benefits will be very small, this reuse activity should be considered a high priority as the success of JPG's redevelopment will, in large part, hinge upon the ability to clean up and remediate the UXO. All JPG land can be used for continued demonstration with priority sites identified at locations with economic reuse potential. With the vast amount of both land and UXO at the base, JPG has a unique opportunity to establish itself as the "UXO research center" where most of the nation's research in this area is conducted. This activity could be a source of jobs and benefits for years to come. It is critical, therefore, that the Board request a longer-term commitment from the Army to continue this activity. Arrangements should be made with all relevant property owners so that all targeted parcels of land will be made available, if necessary, to facilitate the UXO research work. Jobs within this research center are likely to be technical and, therefore, higher paying.

Solid Waste Management

Description

The JPGRDB has received a proposal from the Southeastern Indiana Solid Waste District (SISWD) to construct a waste disposal facility at the site. Since geological testing has not been done yet, the SISWD would like the option to designate a 1,000-acre site in the area south of I Road and north of the firing line. The SISWD will own and manage the facility. The organization has also expressed interest in acquiring facilities for its recyclable processing operation, administrative functions, and compost operations. These operations could be housed in the area south of the firing line if the appropriate buildings are available or near the landfill if circumstances allow it.

Implications

A solid waste landfill at JPG would satisfy the waste disposal needs of southeastern Indiana for the many years to come and, as such, would be providing an important community service. This benefit is discussed in greater detail in Chapter N. According to the SISWD, the number

of jobs created would range from eight to 16 persons. If the additional facilities are located at JPG, another 25 to 35 jobs would be created. The landfill could also serve as an economic development marketing tool for the region as industries will view the landfill as a positive factor in their locational decision-making process. As a public entity, the facility would be tax-exempt.

Prison/Correctional Facility

Description

Due to its isolation, JPG would be a natural spot for a prison or other type of correctional facility. Given the proposals for reuse in the cantonment area, a site north of the firing line along the perimeter of the base on one of the reserve parcels seems most realistic. This activity is another longer-term opportunity and would have to be initiated locally. Like the landfill, the prison would serve to alleviate regional demand for the facility rather than having a federal or state prison serving a wider population.

Implications

A prison would have a large economic impact on the region. A medium level correctional facility that houses 600 inmates, for instance, will employ approximately 270 people. Roughly \$9 million would go to employee salaries and the prison would contract with local firms for goods and services which could add a couple million dollars more to the economy. Total construction costs for a medium level prison can run anywhere from \$15 million to \$50 million. As a public entity, however, there would be no property tax revenues.

Reserve Parcels

Description

The Reuse Plan includes three reserve parcels situated at varying locations on the base. The first parcel is 2,000 feet from the west perimeter from just south of the agri-business park to the Jennings/Jefferson County line. Parcel 2 includes the area just north of the firing line bounded by the West Perimeter Road and Jinestown Road up to D Road. The final parcel runs along the east perimeter, starting at Woodfill Road and continuing to H Road. These parcels are located near areas of more concentrated development such as existing gates and local roads. As its name says, these parcels will be reserved for future activities that have yet to materialize. Possible activities include a prison, a solar or renewable energy research facility, or a national veterans cemetery (higher priority sites for the cemetery location are south of the firing line).

Implications

Future technological developments and the accompanying changes in the region's economic structure may one day make portions of JPG quite valuable. As such, reserving some of JPG's land for future activities makes sound economic sense. The reserve parcels chosen in the Reuse Plan are all in locations with higher reuse potential, near roads and infrastructure and in seemingly less-contaminated regions of the base. In the interim, these reserve parcels can be used for lowintensity activities. With the future of the regions' tobacco industry in jeopardy, experimenting in agricultural activities such as fruits and vegetables farming could be pursued.

Transportation

Description

The Reuse Plan includes a right of way of approximately 500 feet along most of the base's eastern border for an eventual expansion or possible rerouting of Route 421 as well as a second 500-foot right-of-way at the northern boundary for a possible relocation of Highway 50. A 300foot right-of-way is also reserved along H Road for a future east-west connection road. Finally, Gates 13 and 14 will be connected with an internal road for the agri-business park, which will include a new bridge over Otter Creek. In addition, the base fences should be repositioned so as to take advantage of the existing low-water crossing across Graham and Little Graham Creeks. In Jennings County, the bridges outside of the fence have collapsed and there is no way to connect the north-south county road. There are a number of transportation issues south of the firing line. Ordnance Drive could serve as an east-west corridor. Possible improvements to Shun Pike, Paper Mill Road, Engineers Road, and Perimeter Road should be considered. Another transportationrelated activity to be incorporated into the reuse plan is to take some of the existing railroad track located in areas without significant economic reuse potential and use it to replace some of the tracks in the Madison Shortline, which needs to be upgraded.

Implications

The long-range impact of this initiative could be very important to the region. One of the area's greatest weaknesses, from an economic development standpoint, is the quality of its transportation infrastructure and lack of access to a major 4-lane highway. The future competitiveness of the region will hinge, in part, on its ability to facilitate the transport of locally produced goods to distant markets.

2. SOUTH OF THE FIRING LINE

The 4,320 acres south of the firing line, or the cantonment area, is JPG's most economically valuable area. The reuse activities in the cantonment will bring the region the greatest benefit in terms of jobs, tax revenues, spinoffs, etc. The type and mix of land uses in the cantonment area under the Preferred Alternative are discussed below.

Industrial/Business Park

Description

The main part of the cantonment area, including virtually all of the economically reusable buildings, should be redeveloped into an industrial/business park. Under this scenario, the base buildings, infrastructure, and other facilities would be marketed towards individual businesses and industrial users. With a substantial lack of quality buildings for area development officials to market, JPG could provide a unique opportunity for local and regional firms with expansion plans. The base buildings would also provide expansion and relocation opportunities for national firms and other southeastern Indiana companies whose business and spatial needs would correspond neatly with the region's competitive strengths and JPG's physical attributes. As indicated in the Hammer Siler George economic development strategy report, some of these potential users include firms involved in the production of electronic components, motor vehicle parts and assembly, plastics products, telecommunications equipment, finished wood products, and fabricated metal products. In addition, with the large amount of unimproved land south of the firing line, there would also be enough room for greenfield development should a potential user desire it.

Implications

If the market in southeastern Indiana showed potential for strong, sustained growth, the industrial/business park, over a period of time, could have significant economic potential in terms of jobs, revenues, etc. According to the ERA team's analysis of JPG buildings and structures, there is approximately 250,000 to 300,000 square feet of reusable space for activities including manufacturing, institutional, office, and warehousing. Most of this space, roughly 250,000 square feet, we have classified as manufacturing space. In addition, there are many munitions storage igloos and support buildings totaling over 282,000 square feet which can be used for special use activities such as personalized storage, small business start-up, etc. These buildings offer the potential to accommodate well over 200 jobs. Although a detailed business plan and analysis has yet to be undertaken, the ERA consultant team believes, based on a preliminary assessment, that the growth in new manufacturing jobs will be slow and the absorption of the manufacturing space will reflect this, requiring perhaps as long as ten years to fill. Job creation could be even greater with development of greenfield sites, which is likely to require the development of speculative space or, alternatively, firms with the resources to capitalize new construction. Assuming an annual lease fee of \$2 per square foot, the major buildings could ultimately bring in excess of \$500,000 per year. Given the regional economic development climate and the lack of significant marketing resources in the area, absorption of JPG's leasable space is likely to be limited largely to businesses already in the community and it is questionable whether the park would ever become self-supporting -- that is, will the park receive enough income to pay for the marketing, infrastructure maintenance, and other costs of operations.

Recreation/Open Space

Description

The Reuse Plan provides opportunity for an 18-hole golf course in the southeast corner of the base, south of Ordnance Drive and east of Shun Pike. A golf course would help take pressure off of the Sunrise Golf Course, which is often quite crowded in the summer. Other recreational activities such as tennis or soccer could also take place near the golf course.

Implications

A golf course would bolster the area's tourism infrastructure and will provide local residents with another recreational asset. Course construction would provide a number of temporary construction jobs and increase spending into the local economy. Course operation will create between 10 and 20 jobs, depending on the size and nature of the course.

Housing

Description

The Reuse Plan includes a residential development which will be incorporated alongside a golf course. The development will include a number of units which would likely feature a mix of different types of housing products, depending on future market factors, such as single-family units, condominium units, and cluster home units.

Implications

Homes with golf course frontage are a very popular housing product across the country and Madison should be no exception. These homes will give Jefferson County another source of property tax dollars. However, it is quite unlikely that housing would qualify for a public benefit conveyance under current federal law. A developer will be required to buy the land at full market value. Another factor that will have to be considered is that, it is critical that a proper buffer be placed between the business/industrial park and the residential development area so that the housing units not lose their market appeal if these other activities have a negative impact in terms of aesthetics and noise.

Aviation

Description

The Reuse Plan reserves the airfield and adjacent areas for future redevelopment as a general aviation airport, private air facility for corporate jets, or some other aviation-related

activity. Should an aviation use fail to materialize, the airfield should be used for business/industrial development.

Implications

The airfield represents a potentially very valuable economic asset for the region, albeit a long-term one. Property around the airfield could become quite valuable as office or industrial space if the air facilities are ever redeveloped. Maintaining the area's transportation infrastructure will be crucial to the region's future economic competitiveness.

National Training Facility

Description

The International Union of Operating Engineers has given the JPGRDB a proposal to use the base as an international training center. The concept was to utilize about 5,500 acres of land and buildings for training of both union members as well as research and training by related manufacturers.

Implications

The initial forecast estimates the creation of approximately 200 Jjobs with the potential of up to 400 jobs if other industry spinoffs are created. The JPGRDB reviewed the proposal outlined by the IUOE and found it unacceptable, but sent a counteroffer that would permit the union to utilize some of the desired facilities -- but at a level substantially less than the requested amount of facilities and acreage and as a tenant in a multi-occupant business park that the community would own and manage. The IUOE has not responded to this counteroffer.

3. CONCLUSIONS

The main component of the Reuse Plan, from an economic perspective, is the business/industrial park area. Although there appears to be limited demonstrated market support for the park, there is long-term potential for new job creation and tax base enhancement. If all reusable base buildings were leased and greenfield development occurs, the industrial/business park could create a number of replacement jobs, increase the local property tax base, and provide a large source of business for area firms and retail establishments. However, given the area's local economic development climate and lack of marketing incentives and programs, the likelihood of this happening would undoubtedly take place over a number of years.

ADDENDUM
to the
JEFFERSON PROVING GROUND REUSE PLAN
August, 1994
submitted by:

The Jefferson Proving Ground Regional Development Board

The following is an Addendum to the above referenced Reuse Plan. This Addendum was considered and approved by the Jefferson Proving Ground Regional Development Board at the Board's September, 20, 1994 regular meeting.

It is important for readers of this Addendum to realize that the August 23-24 negotiation . meeting was a meeting called by the Army and was not an open public meeting whereby the JPGRDB could approve or consider any modification to the previously submitted Reuse Plan. This Addendum serves as the official position of the JPGRDB after considering the discussion at the August 23-24 Army negotiating meeting.

This summary was prepared after review and consideration of comments on the DRAFT Reuse Planning Negotiation Results by the US Fish and Wildlife Service.
The attached map will refer to land parcels by number and the following narrative will correspond.

1. Cantonment Area, Jefferson County, 4,320 acres

- a. Property will be conveyed to Jefferson County, at no cost, under an economic development conveyance.
- b. Parcels could be leased or sold by Jefferson County to the International Union of Operating Engineers (IUOE).
- c. Balance of acreage will be managed by the county for continued economic development opportunities and related public benefits such as improvements to US 421
- d. A management agreement between Jefferson County and the US Fish and Wildlife Service (USFWS) would be developed to provide for the following:
 - : -to ensure the protection of wetland and sensitive habitat thereby meeting only all current and existing statutory requirements i.e. Clean Water Act, Endangered Species Act, wetland regulations, etc.
 - management of parcels prior to any development action. -assistance with the siting and related environmental consideration of future development(s).

2. Southeastern Reserve Parcel, Jefferson County, acreage unknown

a. This parcel north of cantonment area, along east perimeter road to the Jefferson/Ripley County line will be considered for the following uses:

- improvements to US 421
- limited business developments near areas with existing gates and roadways.
- continued UXO research
- solid waste management- this area was preferred by USFWS

b. A management agreement between Jefferson County and the US Fish and Wildlife Service (USFWS) will be developed to provide for the following: -to ensure the protection of wetland and sensitive habitat thereby meeting only all current and existing statutory requirements i.e., Clean Water Act, Endangered Species Act, wetland regulations, etc. -management of parcels prior to any development action. -assistance with the siting and related environmental consideration of future development(s).

3. Northeastern Reserve Parcel, Ripley County, acreage unknown

a. This parcel north of the Ripley/Jefferson County line to a point just north of H Road, could be used to facilitate continued UXO research or provide a site for a solid waste management facility.

4. Old Timbers Lodge, Ripley County

a. As part of negotiations, Ripley County conceded this facility to the USFWS for operation and management.

5. Northeast Corner Parcel, Ripley County, 640 acres

a. This parcel, noted on the topo map as section 14 will be conveyed to Ripley County through an economic development conveyance and could be used for the following purposes:

- agribusiness opportunity and associated buffer area(s)
- limited business/industrial development
- general economic development initiatives

b. A management agreement between Ripley County and the US Fish and Wildlife Service (USFWS) would be developed to provide for the following:

- to ensure the protection of wetland and sensitive habitat thereby meeting only all current and existing statutory requirements i.e. Clean Water Act, Endangered Species Act, wetland regulations, etc.

- management of parcels prior to any development action.

- assistance with the siting and related environmental consideration of future development(s).

6. Parcel immediately south of Holton, Ripley County, 130 acres

a. This parcel will be conveyed to Ripley County through an economic development conveyance and could be used for the following purposes:

- business/industrial development

- general economic development initiatives important to note that infrastructure is within 1/2 mile

b. A management agreement between Ripley County and the US Fish and Wildlife Service (USFWS) would be developed to provide for the following:

- to ensure the protection of wetland and sensitive habitat thereby only meeting all current and existing statutory requirements i.e. Clean Water Act, Endangered Species Act, wetland regulations, etc.

- management of parcels prior to any development action.

- assistance with the siting and related environmental consideration of future development(s).

7. 500 feet of right of way along north perimeter, Ripley/Jennings County, acreage unknown

a. This parcel will be provided to the state of Indiana or local governments through a public benefit transfer for transportation improvements (US 50) or other appropriate transfer conveyance.

8. Northwestern parcels, Jennings County, total acreage between 350-400

a. These parcels will be conveyed to Jennings County through an economic development conveyance and could be used for following purposes:

- business/industrial development

- general economic development initiatives

- b. A management agreement between Jennings County and the US Fish and Wildlife Service (USFWS) would be developed to provide for the following:
- to ensure the protection of wetland and sensitive habitat thereby meeting only all current and existing statutory requirements i.e. Clean Water Act, Endangered Species Act, wetland regulations; etc.
 - management of parcels prior to any development action.
 - assistance with the siting and related environmental consideration of future development(s).

9. Small parcels surrounding the existing low-water crossing over Graham and Little Graham Creek, Jennings County, acreage unknown

- a. These parcels will be conveyed to Jennings County to enable local citizens to use these facilities where none exists outside the fence. Conveyance arrangement need to be mutually agreed upon.

10. Southwestern Reserve Parcel, Jefferson County, 1,100 acres

- a. This parcels could be conveyed to Jefferson County at no cost through an economic development conveyance. The IUOE has expressed interest in this property as part of its national training center.

11. Indiana Air National Guard lease parcel, Ripley County, 1033 acres

- a. This parcel is currently leased to the Air Force by the Army. JPGRDB is interested in seeing the use of this air gunnery range continue. Ripley County has expressed its interest in holding this property on behalf of the Indiana Air National Guard in order to facilitate the continued use of the existing air gunnery range by the Guard. It is also imperative that the Guard be afforded access to this property.

12. East/West bisecting corridor, Jennings and Ripley County, near alignment of H. Road and 300 ft. corridor, acreage unknown

This corridor would provide a route through JPG, eliminating the need to travel around the perimeter. The JPGRDB and member counties feel that it is extremely critical and will have long range implications to the region.

13. Solid Waste Management, 1,000 acres, location to be determined

Solid Waste Management is mentioned under items 2. and 3. However it is the interest of the seven-county Southeastern Indiana Solid Waste District (SISWD) to be provided the opportunity to site a waste management facility south of I Road and north of the firing line. All is contingent on geologic considerations. It is paramount that once the location is determined, this property parcel be conveyed, through a public benefit transfer, to the SISWD.

14. Wetland Mitigation/Banking, acreage and locations yet to be determined

A wetland mitigation/banking arrangement should be provided for the Jefferson, Jennings and Ripley Counties as per the Reuse Plan.

15. Unexploded Ordnance Research, Development and Demonstrations (UXO R&D), future locations and acreage yet to be determined

Allow UXO R&D project(s) to use any parcels within JPG so long as they do not damage sensitive areas per USFWS.

16. Infrastructure

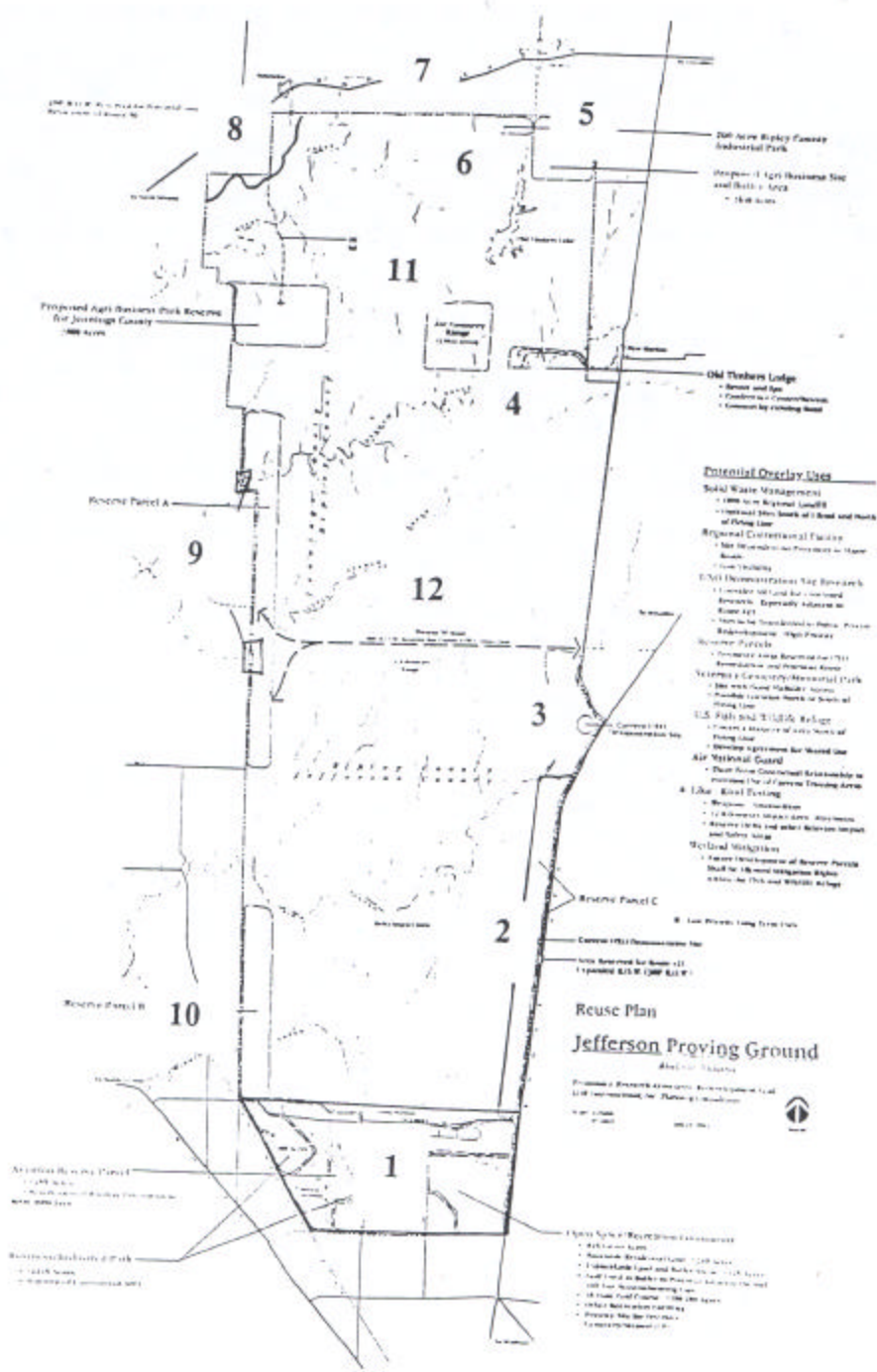
Nothing in this Addendum or the Reuse Plan shall be construed to preclude the counties from installing infrastructure within the properties that were identified as having economic development reuse potential.

17. Reversion Clauses

Given the vast amount of property the Jefferson Proving Ground Regional Development Board has foregone to the US Fish and Wildlife Service, the JPGRDB absolutely opposes any reversion clauses on the limited amount of property reserved for Jefferson, Jennings and Ripley Counties, other organizations identified in the Reuse Plan and/or this Addendum and/or future designees of the respective counties.

18. Management of the Proposed National Wildlife Refuge

JPGRDB requests that the local citizenry be provided input into the management of the proposed National Wildlife Refuge by the US Fish and Wildlife Refuge. Of particular concern are questions regarding access to the property by the general public.



JEFFERSON PROM\GROUND REGIONAL DEVELOPMENT BOARD

Continued Reuse Planning Functions/Activities

1. Monitor the preparation of the Environmental Impact Statement for the Reuse and . Disposal of JPG.
2. Coordinate with Army Corps of Engineers on the transfer of property. In particular gain an understanding of the process and submit all necessary documentation for the conveyance of land, to the counties, at no costs, through the economic development conveyance. (Their are no established guidelines yet for this procedure) If transfer is lengthy, assistance with structuring an interim' lease may be appropriate.
3. Identify all JPG personal property\equipment that could facilitate reuse.
4. Assist with coordination between county reuse interest and the Department of Defense Explosive Safety Board to determine safe;- considerations
5. Assist with determining alternatives for the screening of the property for potential UXO
6. Assist with development and review of deed restrictions imposed by the Army and US Fish and Wildlife Service.
7. Assist local plan commissions with gaining an understanding of the property and provide assist with including the parcel(s) into the county's master plan. That is zoning the property appropriately.
8. Assist with the planning for the provision of necessary infrastructure to the parcel(s).
9. Coordinate all efforts with local and regional community economic development organizations.
10. Provide assistance with the implementation of the identified reuse opportunities (per the agreed upon reuse plan).